

STATE OF VERMONT
REQUEST FOR INFORMATION (RFI)
Future Use of the Waterbury State Office Complex, Waterbury, Vermont

October 21, 2011 Site Walk Through
Questions & Answers

1. How high were the water levels at this location (Weeks Building?) A: From the Basement Floor level, the water rose 6.3' or approximately 4" below the middle of the Basement double hung windows.
2. What was the progression of the flood? A: Initially the water came from the back of the Complex. At some point, South Main Street flooded as far as the base of Stowe Street. The Forensic Lab, Public Safety, and Ladd remained an island in a sea of water.
3. Can you confirm where the water was throughout the different areas of the complex? A: See attached 'HIGH WATER MARKS' map. Note that the heights are measured from the exterior grade of the buildings.
4. Which buildings are not on the National Historic Register? A: The Waterbury Complex is listed on the National Register of Historic Places as a contributing resource to the Waterbury Historic District which was listed on the National Register in 1978. Four newer buildings are currently not listed: 1) Center Core (this large building contains the Kitchen, Cafeteria, Auditorium, and offices space on both the 1st & 2nd floors –ca 1962), 2) Sewage Pump Station (ca 1962), 3) the Ag/Enviro Lab (1990), and 4) the Forensics Laboratory (2010). The Center Core building becomes 50 years old in 2012. Its eligibility should be re-evaluated as part of the RFI process.
5. Is there a list of the Waterbury Complex buildings on the National Historic Register? A: Yes. Reference the National Register nomination and district map available on-line at: <http://historicvermont.org/programs/Historic%20Districts%20Affected%20by%20Irene/WaterburyVillageHD.pdf>
6. When was the hospital complex built? A: Construction of the Vermont State Hospital commenced in 1890. By 1894, buildings 1-2-3 South, 4 & 5 South, 6-7 South, 8-9 South, the South Connector, and the Center Building had been completed. By 1896, 1-2-3 North, 4 & 5 North, 6-7 North, 8-9 North, & the North Connector had been completed. Other buildings were begun every few years as needs developed: Ladd (1895), Hanks (1898), Wasson Hall, (1901), Sewing (1904), 10 South (1912), 10 North (1914), Storehouse (Hospital Admissions 1919), Laundry (1921), Carpentry Shop (presently Recycling/Fleet - 1921), Weeks (1924), Powerhouse (heat & emergency electrical generation - 1925), A Building (1932), Logue Cottage (1937), B Building/Brooks [Hospital] 1938), Public Safety (1948), Stanley Hall (1949), Buildings & Grounds (1950 & 1986), Ladd Hall Annex (1951), Dale (1953), Osgood (1953), Center Core (1st fl. – Kitchen, Dining Rm, & Misc offices/2nd fl.-Auditorium & West Offices – 1962), Ag/Environmental Lab (1990), & Forensics Laboratory (2010).

7. What are the buildings that the State intends on keeping? A: Currently the State plans to retain the Public Safety and Forensics Laboratory buildings. Retention of the Ag/Environmental Laboratory building remains under review.
8. What about the State Colleges building (Stanley Hall)? A: The State does not know at this time if Stanley Hall will be re-occupied by State Colleges.
9. When were the patients removed from the facility? A: If the question pertains to when patients were relocated in response to Tropical Storm Irene, patients were relocated on August 29, 2011. If the question pertains to the complex, as developments in mental health care evolved in the 1970's & 80's, the Vermont State Hospital mission was changed to community based care programs. As buildings became vacant, they were gradually converted to offices for the Agency of Human Services, the Department of Public Safety (1983), & the Agency of Natural Resources (1986). Eventually the name of the facility was changed to the Waterbury State Office Complex. As of the date of Irene, only two buildings were in use for mental health care: Hospital Admissions (Storehouse) & the Mental Hospital (Brooks or "B" building).
10. Does the State intend on "writing off" the ground floor of all the buildings in the complex? A: Given the height of the flood waters that varied from a few inches (Ladd) to as much as 6.3' (Osgood), the State is studying the issue and reviewing available FEMA information and design guidelines. No definite decisions have been made at this time.
11. How tall is the smoke stack at the power plant? A. The 'VSH' stack is 150' tall.
12. What is the insurance situation? Please explain the process. A. The State has commercially purchased property coverage that is responsive to the losses suffered in Tropical Storm Irene.
13. What is the zoning throughout the complex? A: See RFI, Item 2.1 Zoning Summary. Note: buildings are allowed to encroach 30' into the Conservation District.
14. Describe the boiler plant system. A: See RFI "Attachment B – Heat Plant". Currently there are two (2) 25 million BTU #6 oil fired steam boilers and one (1) 17.6 million BTU wood pellet fired steam boiler. The refractory floors and sand beds in the #6 boilers and the wood chip boiler are being replaced. One of the #6 boilers is back on line and the other #6 boiler and the chip boiler are in process. All damaged electrical controls and pipe insulation will be replaced. A fourth 5.25 million BTU #2 oil fired steam boiler for making steam for the Kitchen, Forensics Laboratory, & the Ag/Enviro Laboratory during the summer months was destroyed in the flood. High pressure steam for heating is piped through tunnels (some of which can be crawled through and others walked through) and distributed throughout the Complex. At most buildings the steam is converted to hot water for baseboard radiator distribution.
15. What are the mega watts on the generator? A: 1 megawatt continuous, 1,250 KW standby.
16. Was there any damage to the electrical power plant and electrical distribution system? A. Yes. The Campus sized emergency power generator and associated control panels and switchgear were destroyed in the flood. An alternate electrical system has been engineered and installed outside the Powerhouse. The underground campus electrical power

distribution system has been restored to all buildings. At the individual buildings, all dry transformers have been replaced. On a building by building basis, electrical panels are being restored and/or replaced depending upon the age and condition of the panels and breakers.

The Complex also had emergency electrical generators at the following buildings: 1) Brooks/Dale, 2) Ag/Enviro, 3) Stanley, 4) Center Core, 5) Public Safety, and 6) Forensics. The Brooks and Ag building generators were damaged in the flood.

17. Was the cafeteria used only for state employees? A: The cafeteria was primarily used by State employees and visitors. The kitchen also prepared meals for the hospital patients. The meals were taken to the hospital building via the Campus tunnel system. The Kitchen/Cafeteria floor level of the Center Core building was flooded during the Irene event. The water level was approximately 2.7' deep.
18. Is there any space above the cafeteria? A: Yes, there is a large open space (originally constructed as a patient dining room) that was used for offices for the Agency of Natural Resources. The space features a large pyramid shaped skylight for natural day lighting and modular office partitions.
19. Is the States position to flood proof or tear down some of the buildings? A: Flood proofing is being investigated for the Ag/Enviro Laboratory specifically and the Complex in general. Any building 'tear downs' may be subject to regulatory review under federal and state laws, depending on the source of funds and other factors. Historic resource considerations will be integral to any such reviews. No building removal requests have been made at this time nor has the State taken a position on building removals.
20. How committed is the State in regard to deep energy retrofits, like a district heating system? A: The State is committed to deep energy retrofits as funding has been made available. At the time of the flood, the State was in the initial phases of a +/- five year plan to replace all of the campus windows and all of the insulation in buildings with attic spaces. To date, two (2) buildings have had their windows replaced and four (4) other buildings are in process. Eleven (11) buildings have had their attics insulation replaced with spray foam. The insulation of walls is being investigated and has been completed at the Public Safety building and partially completed at 10 South. In 2009, a major energy savings project was conducted by the State and NORESCO: all light bulbs, ballasts, steam traps, controls, toilets, and exterior door weather stripping were changed. The 2011 Legislative session also approved \$500,000 for design and bid documents for a new wood chip heat plant. Language in the funding included the study of the feasibility of electrical co-generation.

No position has been taken on the possibility of the campus hosting a district heating system.

21. What is the State looking for in proposals? A: Open minded - no options are off the table.
22. Is there a permanent displacement for the hospital? A: As of October 20, 2011, the Administration's position is to not re-open the State Hospital at the Waterbury Complex.
23. Will the town consider rezoning? A: The process for amending zoning has to go through town officials. It's a public process. Any new building within the FEMA 100 year flood plain boundary, such as the new State Forensics Laboratory and the Town Fire Station, require Waterbury flood review and approval with subsequent State concurrence from the Agency of

Natural Resources. FEMA is in the process of developing revised flood plain maps for Washington County.

24. How many square foot of space are in the complex? A: Approximately 700,000 gross square feet. The individual building gross square footages are noted in the RFI – 'Attachment A'.
25. How many square feet were impacted by the flood? A: Every basement or ground floor was flooded to some degree from a few inches of water (Ladd) to several feet (Osgood) except for the new Forensics Laboratory. Note that the Public Safety building did not flood except for the basement mechanical room and portions of crawl spaces that flooded when water entered the building through the steam tunnel from the Weeks building. A flood gate will be installed to seal out water from the tunnel system.
26. Is there a building inventory list? A: See RFI "Attachment A – Waterbury Office Complex – Building(s) Square Footage. A detailed physical description of the construction systems for each building is not available.
27. Prior to Hurricane Irene, were there any plans to relocate any of the state employees? A: Only the State Hospital.
28. What was the number of employees per agency at the Waterbury Complex? A. The total number of employees was 1,586:

Agency of Human Services:	962 (includes 200 State Hospital emp.)
Agency of Natural Resources:	369
Department of Buildings & General Services:	58
Department of Agriculture:	12
Department of Human Resources:	24
Department of Public Safety:	161

29. Do you have a map of the property boundaries? Yes. A map is attached.
30. Is there a State Master Plan for the Waterbury Complex? A: No.
31. Are there any vacant buildings at the Waterbury Complex? A: Prior to Irene, there were no vacant buildings. All space had assigned uses.
32. The state bought the IBM building (617). Is that building still vacant and was it considered for relocation? A: Yes, but not feasible.
33. Has State Colleges moved back into Stanley Hall? A: Reference response to Question #8.
34. Are the buildings that are currently being rehabbed going to be moved back into? A: Prior to Irene, the State had four construction projects underway: 1) Public Safety (complete renovation), 2) 8/9 & 10 South (window replacement, masonry restoration, selective insulation), 3) Weeks Improvements & Attics Insulation (partial ARRA project for Weeks windows and attic insulation at Weeks, 4 South, 5 South, 6/7 South, South Connector, & 8/9 South + other Weeks improvements), and 4) Center Core (fire detection system and partial

sprinkler system). All projects will be completed by the June of 2012 or earlier. At this time, it is certain that only the Public Safety Building will be reoccupied.

35. Is the State doing any other rebuilding AT THE Waterbury Complex at this time. A: Yes. The State has de-mucked, demolished, dried, and sanitized all flooded areas of the buildings and tunnels. To stabilize the buildings for winter, restoration work is proceeding on the buildings' heating, HVAC control, fire detection, sprinkler, and electrical systems. Windows, doors, and insulation are being replaced on an 'as needed' basis. All Ground Floor level asbestos materials are being removed. The Complex sewer system is being scoped with cameras and being repaired as required. All damaged lawn areas are being restored. The tel/data entry point has been reestablished to Public Safety and will only be extended for essential control, security, and communication services. In addition, the Division of Fire Safety has also required that a number of new fire separation doors be installed between buildings at the Ground level.
36. Has the town of Waterbury conducted a study on the impact of Hurricane Irene? A: Please contact the Town of Waterbury.
37. What are you asking for in the RFI? A: The state is interested in any and all opportunities for alternative uses of the site including public, public/private partnership or private ownership to buy, lease, subdivide, convert to condominiums, or any combination thereof. This may also involve mixed use of retail, office, and residential space.
38. What are the tax rules on the property? A: Presently, State policy is to make annual PILOT (payment in lieu of taxes) payments to Towns that host State facilities. In Waterbury, the State also pays water and sewage usage fees. The Complex also has an 'on site' sewage pump station that is owned, operated, and maintained by the site owner.
39. What are acceptable concepts on how to re-use the property? A: Any and all proposals will be considered. The State has no preconceptions.
40. Is there consideration for tax credits? A: Contributing buildings (as indicated in the National Register nomination) are eligible for federal tax credits provided the new investment in an individual building exceeds its adjusted basis and the work program meets the Secretary of the Interior's Standards, as determined by the National Park Service (NPS). Non-contributing buildings nearing the minimum 50 year "historic" threshold may qualify for tax credits if the NPS determines them eligible.
41. Are the two house buildings on Main St. (121 & 123 South Main Street) part of the discussion? A: Yes. Also included are the house buildings at 43 Randall Street and 5 Park Row.
42. Are there any archeological restrictions on the property? A: Any federal or state regulatory reviews will require consideration of potential archeological resources for any proposed building demolition, new construction, or other major site disturbance. Archeological surveys may be required.
43. Is the 'horseshoe' part of the historical landscape? A: Yes. The green space must be maintained as an open lawn space.

44. What is the process after today? A: Questions received today and up until 4:30 pm on October 25, 2011 will be recorded, answered, and posted on-line. RFI responses are due by 4:30 PM on **November 10, 2011**.
45. Is there a specific team for the evaluation? A: An Advisory Committee will be established with a broad range of State representation: Administration, Human Services, Natural Resources, Legislative, Town of Waterbury, and Historic Preservation.
46. What happens after the review? A: This is to be determined.
47. When will the State respond to those who submit responses to the RFI? A: A date has not been established.
48. Would it be possible to obtain a copy of the sign-in list with contact information? A: Yes. See attached list.
49. Given that the flood levels are of primary concern to the feasibility of any buildings future use, we would like to get the floor elevations of all the buildings, at least the first two floors. A: A comprehensive list of floor elevations does not exist.

Approximate interior elevation flood summary:

- Basement – 121 & 123 South Main St houses: flooded a few inches +/-
 - Basement – Ladd Hall: flooded +/- 1.0'
 - Basement – Cottage, Wasson, Stanley, 5 Park Row, & 43 Randall: fully flooded
 - Sub-Ground Floor - Sewing, Fleet, 6/7 North, 8/9 North: fully flooded
 - Ground Floor - All Connected Buildings (all except Center Core) + Laundry, Powerhouse & Recycle/Fleet: flooded to 6.3'+/-
 - Ground Floor - Center Core Building: flooded to 2.7' +/-
 - Ground Floor - Ag/Enviro Lab: flooded to 2.6' +/-
 - 1st Floor – Wasson: flooded to 1.5'+/-
 - 1st Floor – Stanley: flooded to 1.8' +/-
50. Please provide a detailed operating budget for the property documenting actual expenses for 2010 and budgeted expenses for 2011. Ideally, the information will provide line item costs for expenses such as fuel oil, electricity, water, sewer, rubbish & recycling, snow removal, landscaping & grounds maintenance, insurance, building maintenance, etc. A. The Waterbury State Office Complex is operationally included in the state's Fee for Space program. The Fee for Space program is budgeted at the macro level and therefore does not have a town by town budget for the program. Since the budget is built off actual spending by town, the closes we come to a town by town budget is to look at actual spending. Actual spending is presented by object code or the line item level. We have included actual spending for the Complex for the state fiscal years ending June 30, 2010 and June 30, 2011.
- a. Please indicate if expenses such as utilities are tracked for each discrete building. A. Due to the limits in the state's accounting system and the configuration of the Complex, we track some expenditures by building where feasible. Electricity is not tracked to buildings since there is only one electrical meter for the entire complex. The similar problem holds true for all utilities in the Complex. In addition, staff costs and other share costs are tracked to the "common ground" dept ID level since they cannot be easily split out between buildings.

51. Please confirm the amounts paid by the State to the Town of Waterbury in lieu of taxes for 2010 and 2011.

FY10:

Waterbury Town \$124,284

Waterbury Village \$62,430

FY11:

Waterbury Town \$136,510

Waterbury Village \$40,927

FY2010 we paid the Town of Waterbury \$221,151.93 for Water/Sewer Fees.

FY2011 we paid the Town of Waterbury \$207,930.84 for Water/Sewer Fees.

52. Please provide a summary of capital improvement costs, by building if possible, paid:

- a. In 2009
- b. In 2010
- c. In 2011:
 - i. Prior to Irene.
 - ii. Budgeted to Complete.
 - iii. Estimated for stabilization due to Irene-related damage. A. \$20-25 million.

Based on the state's current accounting system, we cannot provide the information as requested. Instead we can tell you what was spent from the annual Capital Bill for major maintenance improvements by building by fiscal year. Those can be found in the attached spreadsheet with each fiscal year on a separate tab. We can also provide, by building, what asset improvement projects were completed and capitalized during that time period with the booked costs. This will overlap with the information provided on the major maintenance spreadsheets.

In addition, the asset additions include the new Forensics lab that was booked with a cost of \$15,660,248.41 leaving \$4,811,089.55 of other added assets to the Waterbury Complex between FY 2009 and FY 2011. This smaller figure will overlap with the major maintenance spending for the same period.

53. Please summarize (by scope and cost) capital improvements that had been planned for the years 2012-on, prior to Irene. A: Funding was to be requested for:

- a. Ongoing - Window replacements. There are +/- 3,000 windows in complex. 800 will be replaced by early 2012. Installed cost is +/- \$3,050 per opening depending on the window size.
- b. Ongoing - Removal & replacement of attic insulation in large buildings with 7"-9" of spray foam (11 attics completed, 9 attics remain to be done, cost +/- \$50,000/attic depending on size).
- c. Ongoing - Insulation of building walls. Most WSOC buildings are of solid masonry construction and present unique challenges to insulate. A few buildings feature masonry veneer over a wood frame (Wasson, old Ladd, & Sewing). Only the Public Safety

building has had foam insulation added to its exterior walls, 10 South will be foam insulated at its Ground & 1st floor levels.

- d. 2013 - Wood chip plant (+/- \$5,500,000 for replacement of current wood chip heating facility. If electrical co-generation and chilled water system generation were added, the \$5 million dollar cost would increase).

54. Please confirm the number of parking spaces on site. A: 1,259 parking spaces.

55. Is there an Act 250 permit in place governing the use of the property? If so, please provide the LUP #. A: There are seven Act 250 permits:

- | | | |
|-------------|------------|---------------------------------------|
| 1) 5W0431 | 12-09-1977 | Hospital to Office Complex |
| 2) 5W1012 | 03-17-1989 | Ag/Enviro Laboratory |
| 3) 5W1012-R | 07-10-1990 | Traffic Signals @ Main St & Stowe St |
| 4) 5W1012-1 | 09-06-1990 | Right turn exit lane @ South Entrance |
| 5) 5W1012-2 | 05-27-2003 | 119 Additional Parking Spaces |
| 6) 5W0431-A | 06-17-2003 | Primary Electric Upgrade |
| 7) 5W0431-4 | 07-31-2009 | Forensic Laboratory |

56. Do as-built plans for each of the buildings exist? A: No. The State has a range of drawings in archival files from minimal to extensive on most buildings. The drawing files on the oldest buildings are the least comprehensive and available in a PDF format. The newer buildings have more comprehensive records and are usually available in DWG format. When referenced, the drawings must be carefully reviewed as the names and functions of the buildings have changed over the years.

57. Do as-built site plans, showing utility locations, exist? A: Yes; however they must be used with caution due to the presence of undocumented abandoned systems.

58. Please indicate if any of the buildings or portions thereof, are “non contributing buildings” within the National Register district. A. Reference response to Question #4.

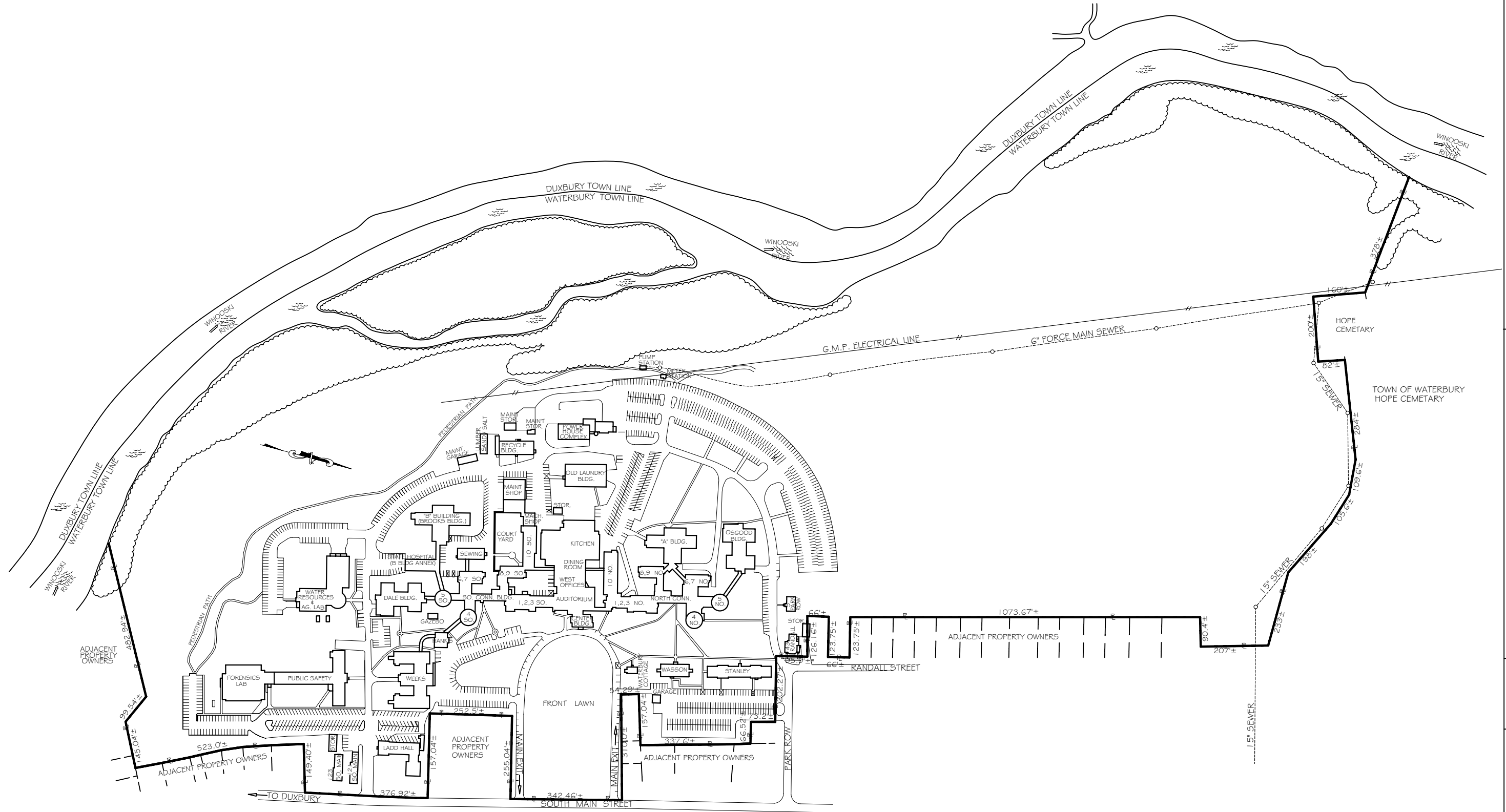
59. What occupancy types might be proposed for the complex as well as what those occupancies might require, beyond code requirements, in the way of fire, security, camera and access control systems so that I can determine whether new systems are required or whether any existing systems will suffice for the new occupancies and whether current code requirements can be met with existing systems. A: Reference response to Question #13 & #23 with regard to zoning questions. RFI respondents will have to determine for themselves what systems are needed for their proposed uses and if any portions of the existing systems will be able to be re-used.

The following are comments [expressed by tour leaders Giovanna Peebles, the State Historic Preservation Officer, and John Ostrum, Architect for the Department of Buildings & General Services] throughout the site walkthrough. The comments are listed in the approximate chronological order of the walk through.

- a) Giovanna explained that the historic preservation review is triggered by state and federal laws and consists of identifying the project's potential impacts to historic buildings, districts,

and landscapes, and to known or potential archeological resources. The review seeks to strike the right balance between preservation and modernization.

- b) John gave a brief overview of the history of the Waterbury State Hospital. The oldest buildings date to the founding of the hospital in 1890. By 1896, eleven major buildings from 5 South – to the Central Administration building at the center of the horseshoe driveway – to 5 North had been constructed. Hanks was added in 1898. These are the most historic buildings in the complex.
- c) John discussed the State's current pre-Irene construction projects underway at the Public Safety, Weeks, 8/9 South, & 10 South buildings. He also discussed the triple glazed, dark green, simulated divided light, aluminum clad Marvin windows with authentic historic molding profiles. This brand and style were selected as the required replacement window for the Complex. The competitive window selection process was conducted with Historic Preservation in 2003. By 2012, eight campus buildings will feature replacement windows.
- d) John discussed the historical background of the Skylight Conference Room in the North Connector. It was originally designed as a patient dining room. The South Connector also features a similar room.
- e) John discussed the flood remediation methodology of the flood abatement contractors and used the ground floor space of the Osgood building as an example of the quality of the clean-up effort.
- f) John noted that four (4) buildings in the Complex contain dirt floored sub-basement areas that are proving challenging to dry. The buildings are: 6/7 North, 8/9 North, the Sewing building, & the Fleet building. There are also a few other buildings with sub-basement areas such as in the North Connector. These buildings have basement floors framed with wood structural members and wood sub-flooring. The wood members may require structural repair and/or replacement.
- g) John discussed the Power Plant's oil & wood chip fired steam heating system and how the steam is distributed to the Complex.
- h) John described the Kitchen and Cafeteria functions and their historic uses. Reference was made to the location of the West Office area that is directly above the Kitchen/Cafeteria area and the adjacent Auditorium space.
- i) John described the flood damaged physical condition of the Ag/Enviro building exterior wall system and some of the restoration and flood proofing repair concepts currently under discussion.



WATERBURY STATE OFFICE COMPLEX APPROXIMATE PROPERTY LINE PLAN

1" = 300'±

TOTAL ACREAGE:
APPROXIMATELY 117.30± ACRES

** THIS PLAN IS INTENDED FOR GENERAL INFORMATION USE ONLY
PROPERTY LINE ARE APPROXIMATE AND IS NOT TO BE USED FOR
LEGAL DESCRIPTION OR CONVEYANCE.
DO NOT SCALE DRAWING



STATE OF VERMONT
Department of Buildings
and General Services
Agency of Administration
Montpelier, Vermont



VERMONT

WATERBURY STATE OFFICE COMPLEX
APPROXIMATE PROPERTY LINE PLAN
SITE PLAN

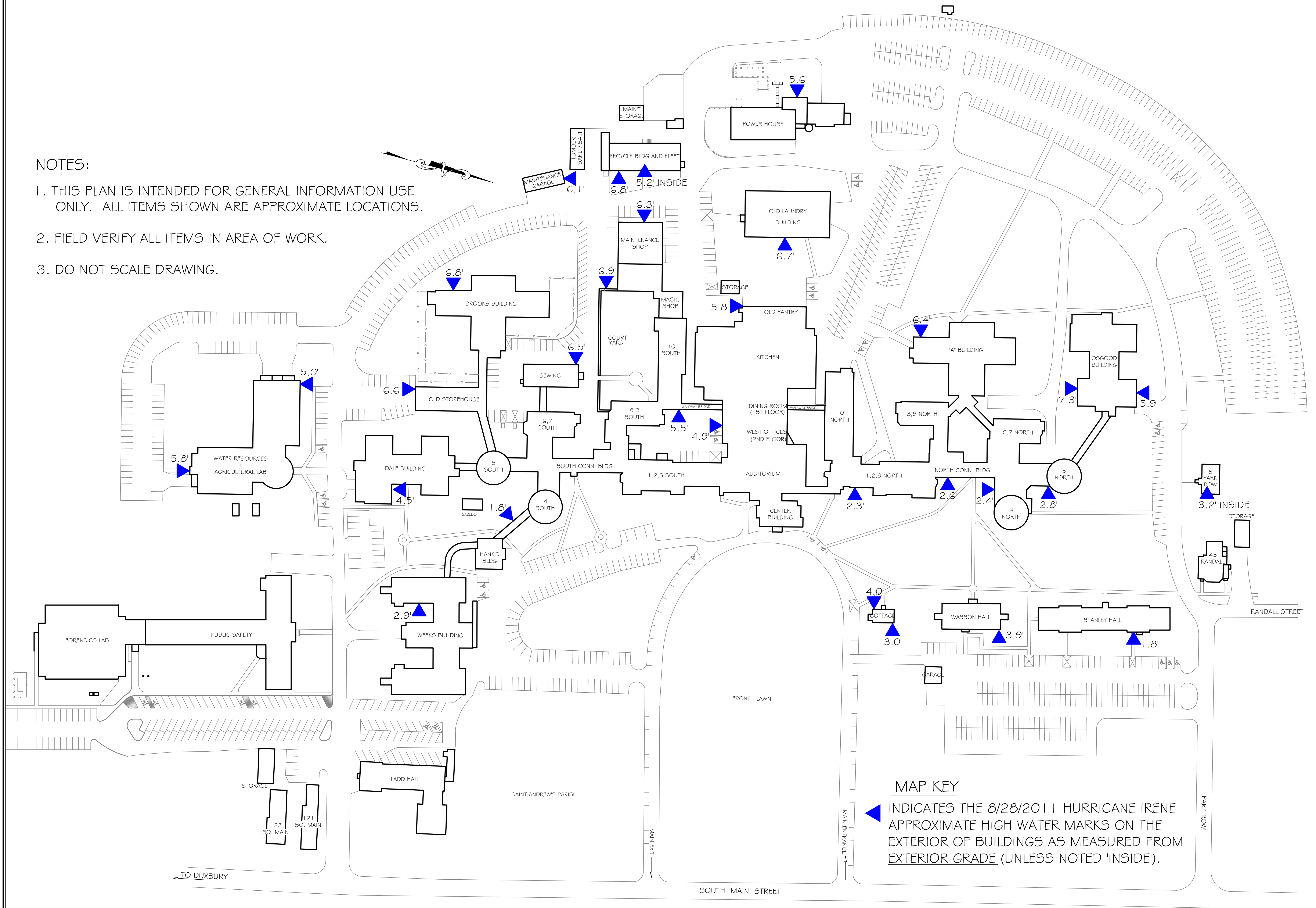
REVISIONS	
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DATE: OCTOBER 2011	
DRAWN BY: R.B. HEBURN	
APPR. BY:	

WATERBURY STATE OFFICE COMPLEX
PROPERTY PLAN
SITE PLAN

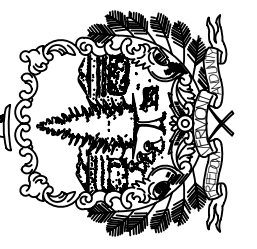
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NOTES:

1. THIS PLAN IS INTENDED FOR GENERAL INFORMATION USE ONLY. ALL ITEMS SHOWN ARE APPROXIMATE LOCATIONS.
2. FIELD VERIFY ALL ITEMS IN AREA OF WORK.
3. DO NOT SCALE DRAWING.



STATE OF VERMONT
Department of Buildings
and General Services
Agency of Administration
Montpelier, Vermont



VERMONT

WATERBURY COMPLEX
AUGUST 2011 FLOOD
HIGH WATER MARKS

WATERBURY,

REVISIONS

SCALE: N.T.S.
DATE: OCTOBER 2011
DRAWN BY: N. HERSEY
APPR. BY: J. OSTRUM

WATERBURY COMPLEX
AUGUST 2011 FLOOD
HIGH WATER MARKS

S-1

1 OF 1

PLEASE SIGN IN

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JOHN ROBIE

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PLEASE SIGN IN

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